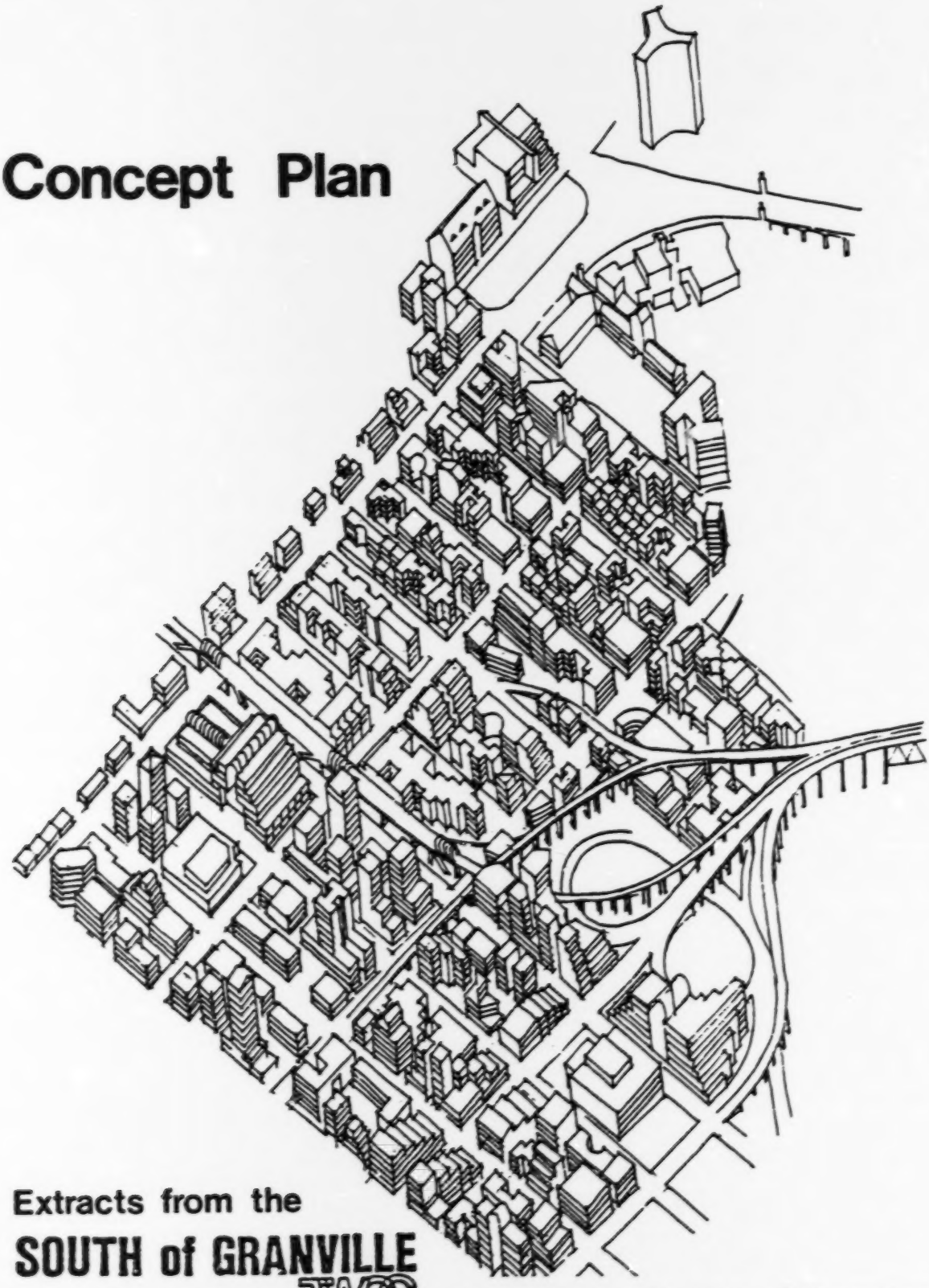
Concept Plan



Extracts from the

SOUTH of GRANVILLE ISLAND STUDY

TWG consultants

Not approved Vancouver City policy

Prepared for the City of Vancouver
Planning Department May 1983

C.C. 66 MLH/80

CITY OF VANCOUVER

MEMORANDUM

From: CITY CLERK

Date: 28th July 1983

Refer File: 8011-2

To: CITY MANAGER
DIRECTOR OF PLANNING
CITY ENGINEER
DIRECTOR OF SOCIAL PLANNING
GENERAL MANAGER, PARK BOARD

Subject: SOUTH OF GRANVILLE ISLAND CONSULTANTS' REPORT

Please be advised that City Council at its meeting on Tuesday, July 26, 1983, approved the recommendations of the Planning & Development Committee as contained in its attached report dated July 14, 1983, with regard to the above matter.

CITY CLERK

USolomon:mfm
Att.

Also sent to:
T.W.G.G. Consultants, 1970 Ogden Avenue V6J 1A2

'EXTRACT FROM REPORT TO COUNCIL
STANDING COMMITTEE OF COUNCIL
ON PLANNING AND DEVELOPMENT
JULY 14, 1983

2. South of Granville Island Consultants' Report

The Committee considered a Manager's Report dated July 6, 1983 in which the Director of Planning conveyed the recommendations of T.W.G.G. Consultants' "South of Granville Island Study" dated April 1983 (report and study on file in the City Clerk's office) and City Staff's preliminary advice on the consultants' recommendations.

Mr. J. Coates, Planner, described the study area: approximately 150 acres bounded by Burrard Street, False Creek, Hemlock Street and Broadway. The area is primarily industrially zoned and higher value residential/commercial lands surround it. On-site uses and nearby developments have created traffic and parking problems. Accordingly, the consultants were retained to prepare for the area a broad land use concept plan, circulation system plan and urban form recommendations under terms of reference including assessment of:

- desirability of permitting office development in industrially zoned lands
- desirability of permitting residential development (exploring land use mix and densities for both)
- circulation/parking problems and urban design alternatives.

The following summarizes the consultants' recommendations:

- M-1A "Industrial" be rezoned CD-1
- Proposal for the former Bekins storage building for mixed residential/commercial development be encouraged
- M-2 "Industrial" to remain for properties north of First Avenue and east of Burrard Street and Seaforth Armories site to be rezoned M-2.
- For all land between First and Sixth Avenues west of Fir Street, including Block 230; new zoning category characterized by:
    - basic use: multiple family residential
    - permitted conditional uses: light industrial and service commercial
    - retail content at street level frontages of Fourth Avenue
    - retail uses permitted as conditional use at street level frontages of Burrard Street
    - maximum FSR = 2.0
- C-3A "Commercial" zoning for properties south of Sixth Avenue and properties between Third and Sixth Avenues east of Fir Street
- Seaforth Park and Granville Bridgehead to be designated "Public Open Space"
- B.C. Hydro rail lands to be added to Vanier Park.

In considering the consultants' recommendations, the Committee and City Staff were concerned with the compatibility and feasibility of the residential/industrial mix recommended and possible future transitional problems, especially in relation to emerging Coreplan policies and present land use. Other concerns were traffic, parking, questionable marketability of residential lands, appropriateness of rezonings to future high tech industry development, demographics and employment loss. Staff felt that existing commercial/industrial uses should not be displaced. In addition, the Committee was supportive of having the Planning Department report back on implementation of the False Creek - Vanier Park pedestrian link.

/2...

Clause No. 2 Continued

After discussion, the Committee and City Staff agreed that the Consultants' recommendations regarding zoning and land use require reconsideration and the Committee

COUNCIL
26 JULY 1983

RECOMMENDED

A. THAT South of Granville Island Study report by T.W.G.G. Consultants be released and circulated to interested parties for comment, with a covering note indicating that the City Council is not favourable to the major rezoning recommendations of the T.W.G.G. Consultants. APPROVED

B. THAT the Director of Planning report back after public comment has been received. APPROVED

SOUTH of GRANVILLE ISLAND STUDY

TWGG consultants

INTRODUCTION

The South of Granville Island Study Area, bounded generally by Burrard Street, False Creek Comprehensive Development District, Hemlock Street and Broadway, is in a pivotal location in relation to the Downtown Peninsula and the continuing redevelopment of the False Creek Basin. It has therefore been the object of considerable development interest. Because of its relative under-use, the South of Granville Island Study area is overdue for re-assessment of its redevelopment.

PURPOSE

The purpose of this study is to prepare a land use concept plan, together with the related movement systems and urban form recommendations.

PROCEDURE

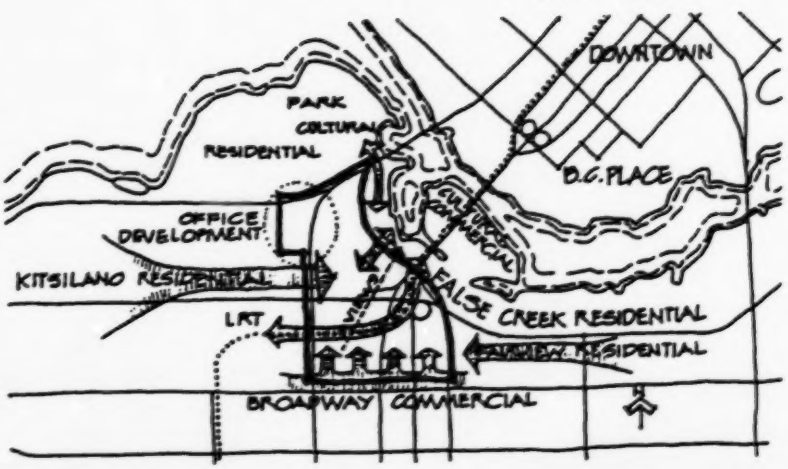
The initial phase of the study involved the gathering of base data from various City of Vancouver departments, the G.V.R.D., private sources and on-site-observations. Public input was received by mail solicitation and from a public meeting. Specific advice was provided by the sub-consultants:

- Zoltan Kuun Associates, Traffic Consultants
- Ron Rule Consultants, Landscape Architects

This information was analyzed and finally brought together in the Concept Plan. The work on the study was undertaken during 1982.

TWGG CONSULTANTS

K.G. Terriss
J.Y. Wai
J.F. Gilmour
A.B. Green



CITY & REGIONAL CONTEXT

PUBLIC GOALS

Planning proposals for a finite area such as the South of Granville Island Study Area must be prepared within the context of the larger-scale plans of the City and Region within which the study area is situated. Accordingly, the consultant team has documented the planning goals of the City and Region to provide a framework for evaluating alternatives and for selecting preferred options. The total list of goals is too extensive for inclusion at this stage in the report and so is provided in the appendix; but essentially the following three-stage hierarchy of goals is established:

(a) Greater Vancouver Regional District Goals

(b) City of Vancouver Goals

(c) "Core Area" goals for the City of Vancouver

(a) Regional District Goals

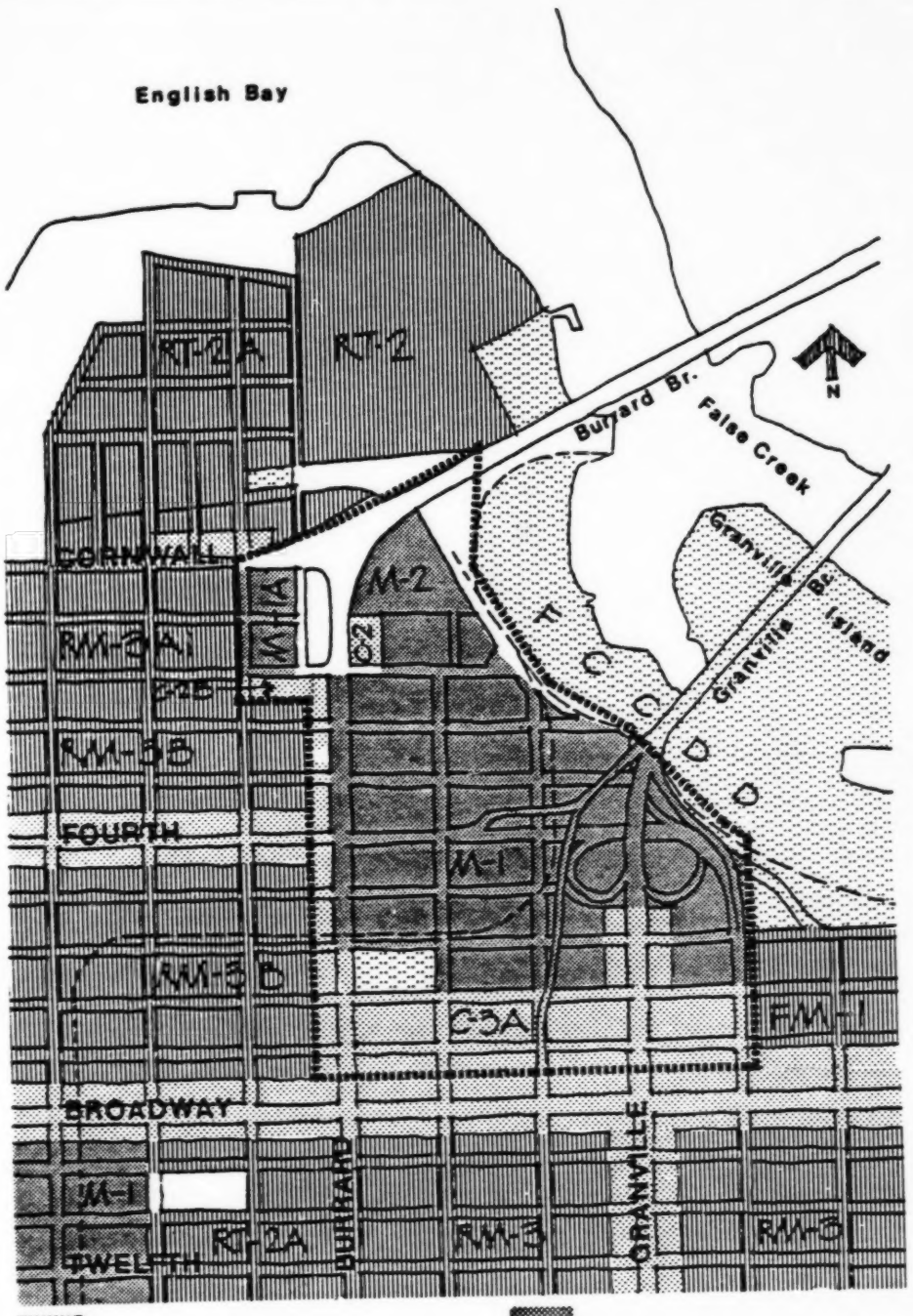
The Greater Vancouver Regional District adopted the "Livable Region Plan" in 1975, and in 1981 undertook a program to update the Plan. In November of 1981 the G.V.R.D. Planning Department as part of this process, prepared a list of "Public Livability Objectives" which, though not formally adopted, have been utilized by the consultant team as being representative of current Regional Planning goals.

(b) City Goals

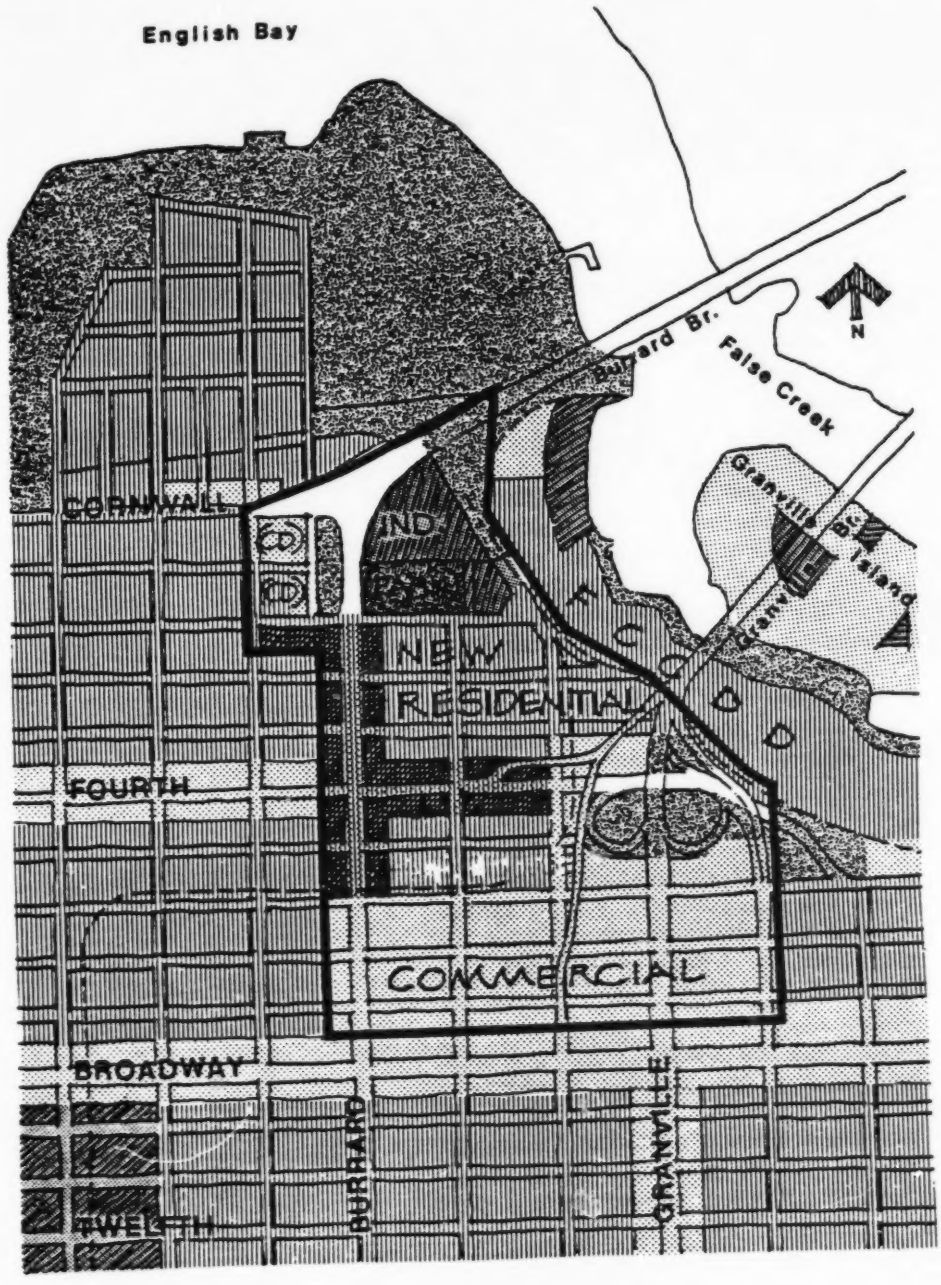
In 1978 the City Planning Commission conducted an intensive public-involvement process that culminated, in 1980, in the publication of a document entitled "Goals for Vancouver". This very extensive document established ...."an articulated direction and purpose so that the residents of the City have a clear understanding of what the community values and is trying to accomplish." This document provided the consultant team with its source of City Planning Goals.

(c) "Core Area" Goals

The City Planning Department has defined as the "Core" of the City the area bounded by Burrard Inlet and English Bay to the north, Larch Street to the west, Seventeenth Avenue to the south and Nanaimo Street to the east. The Study Area occupies a strategic location within this area. As part of its current "Coreplan" program, the City Planning Department, in the July 1981 issue of "Quarterly Review", presented a set of goals, based upon those in the "Goals for Vancouver" document, but condensed and modified to be more relevant to the core area. This list of goals has been utilized by the consultant team as representing "Core Area" goals.



This map records the zoning from the Zoning By-law over the study area and adjacent areas.



SOUTH of GRANVILLE ISLAND STUDY TWGG consultants

PROPOSED LAND-USE

MAP 10

CONCEPT PLAN

CONCEPT PLAN

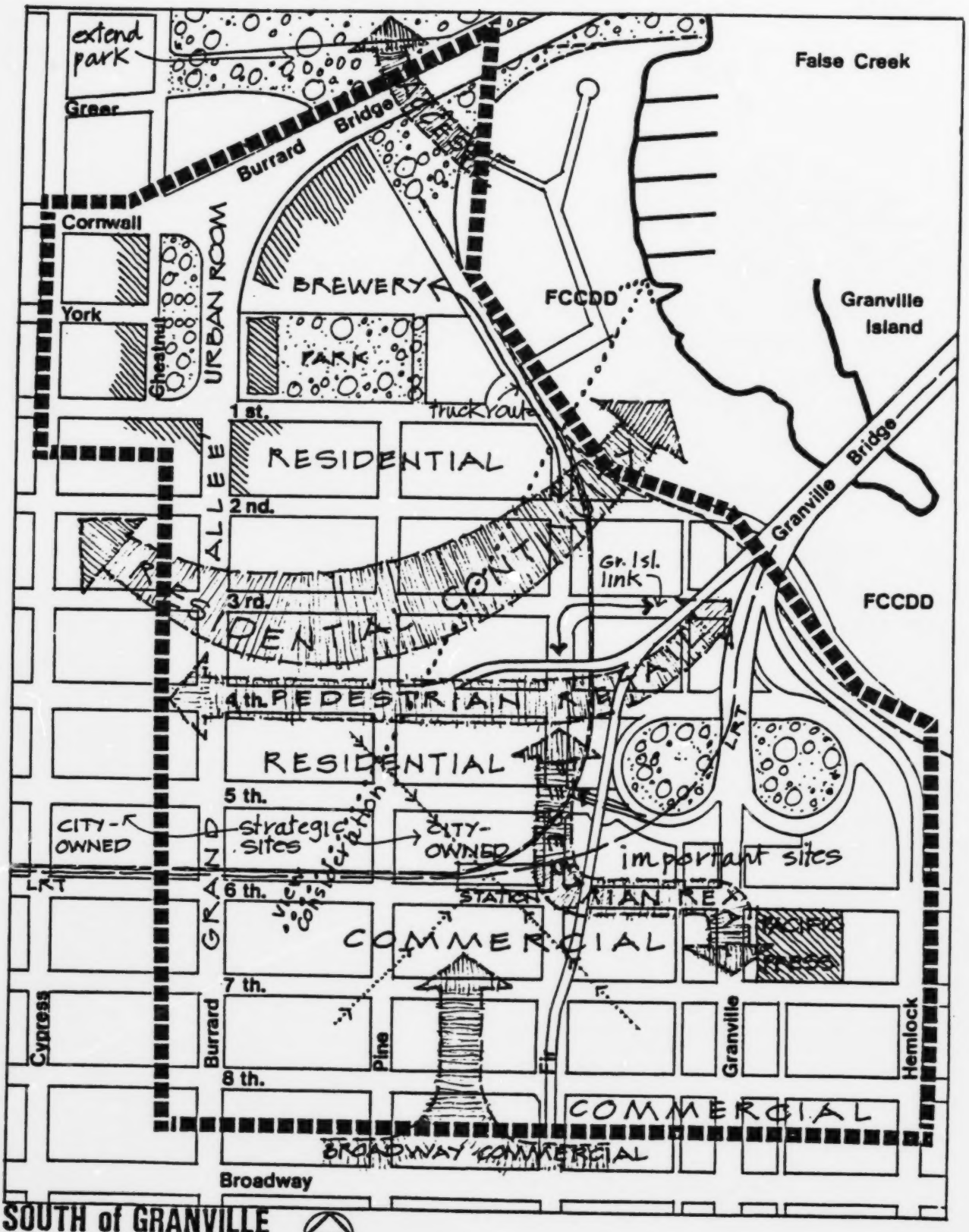
This section brings together the findings of the previous sections to show the likely result of the directions proposed at the end of a reasonably predictable planning period, that is to say about 15 or 20 years. This concept plan is depicted on map 12 page 142.

The basis of the concept plan is the land use recommendations from Section C. The major elements of the land use proposal are the new multiple family residential zone between 1st and Sixth Avenues and the extension of commercial zoning north to Sixth Avenue and east of Fir Street north to 3rd Avenue. These proposals will connect the FCCDD residential with the Kitsilano residential, capitalizing on the amenities of the area and consolidate the growing commercial uses north of Broadway between Burrard and Hemlock Streets. Retail content is strongly recommended along 4th Avenue at street level linking into the commercial area on block 240, between 3rd and 4th Avenue east of Fir Street. This commercial area should complement the Granville Market retail with the personal services facilities needed for the FCCDD residential and the new residential in the study area.

The circulation retains the existing major arteries and local transit routes. If Burrard Street develops for commercial and institutional uses, it appears appropriate to establish a local transit route from downtown along Burrard to at least Broadway. The principal vehicular addition is the Fir Street extension under Burrard Bridge linking into Vanier Park. This new route would provide vehicular and transit access to the Vanier Park facilities. Since Molson's Brewery will remain, an improved truck route is proposed trading part of the Osborne Propellor site for the existing access and making Fir Street a direct truck route to 4th Avenue. Specific pedestrian routes within the study area are the extension of the False Creek seawall walk into Kitsilano and the diversion of the current route from the bus interchange at 6th and Granville Street to swing toward Fir Street and ultimately to 3rd Avenue and into FCCDD and Granville Island. The proposed location of the LRT station close to Fir Street on 6th

Avenue will generate a network of feeder pedestrian routes. Existing public open spaces, Seaforth Park and the Granville Bridgehead will be retained. Vanier Park should be extended under the Burrard Bridge using the former B.C. Hydro Rail yards. It is strongly recommended that the Seaforth Armories site and building be obtained to establish a community center recreation hall and park.

The form of the topography will be retained with higher structures on the upper slopes and development north and below that arranged to protect the views to the downtown.



SOUTH of GRANVILLE ISLAND STUDY TWG consultants

CONCEPT PLAN MAP 12

SUB AREA 1

Sub-Area 1 FALSE CREEK PLATEAU
65.5 acres (26.5 ha) gross area

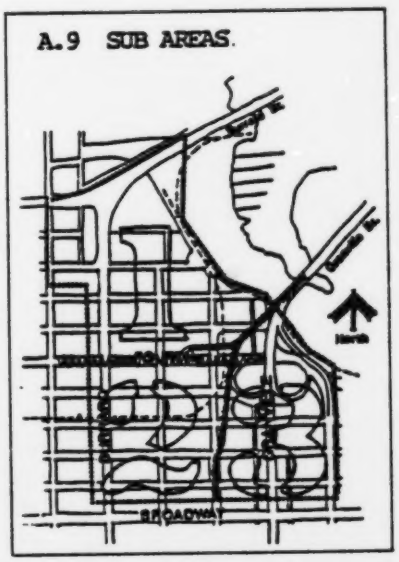
PRESENT FORM

- low warehousing and light industrial buildings on level ground.
- grouping of major permanent buildings around Seaforth Park including Molson's Brewery.
- provides access to FCCDD and Granville Island.
- orientation toward FCCDD residential.

PROPOSED LAND USE

- re-zone light industrial area to a new residential area, taking advantage of False Creek amenities.
- new residential area to a maximum extent of 21.5 acres for multi-family housing similar to that in FCCDD or Kitsilano.
- ultimate residential development 1400-1500 units at approximately 70 d.u.a. depending on extent of retail facilities at street level on 4th Avenue and Burrard Street
- Seaforth Armories site becomes a public park and community centre.
- re-zone areas adjacent to and under Granville Bridge to commercial, in order to serve FCCDD and adjacent new residential areas, and to complement Granville Island services
- when B.C. Hydro Rail lands beneath Burrard Bridge become available, they will become an extension of Vanier Park.

A.9 SUB AREAS.



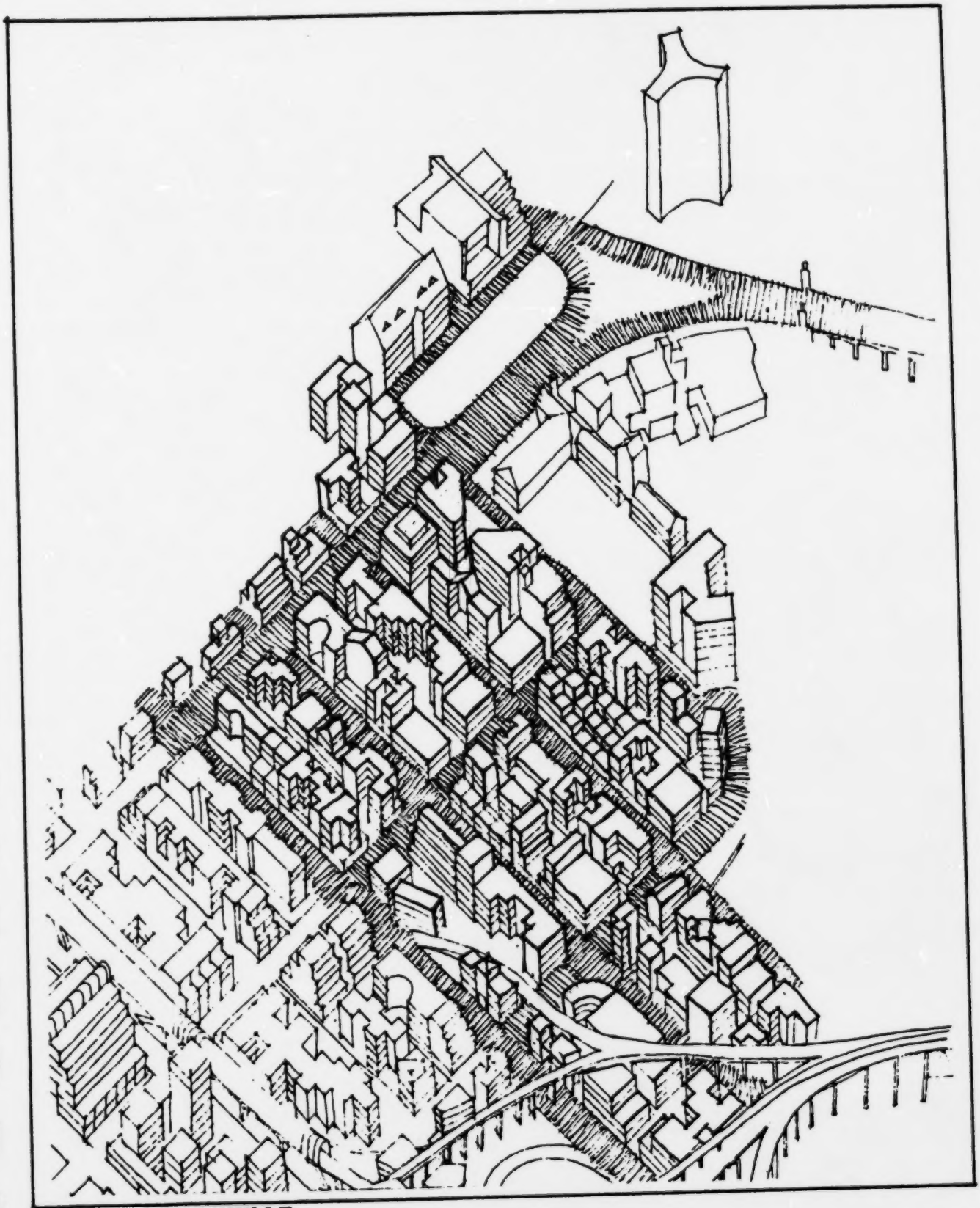
PROPOSED CIRCULATION

- vehicular traffic to be concentrated on 1st avenue and Fir Street.
- a new road extending Fir Street will pass under Burrard Bridge, serving FCCDD Area 10 and Vanier Park; it will also serve to extend the False Creek bus loop.

- pedestrian routes will link into FCCDD and Granville Island at Fir Street and 3rd Ave. - Anderson Street.
- Granville Island traffic will use the 3rd Avenue - Anderson Street route.
- trucks will use the Fir Street route with an improved direct route to Molson's Brewery.

PROPOSED BUILT FORM

- the general form will respect the views from the south, by maintaining a low profile related to the Granville Bridge levels and FCCDD heights.
- new residential buildings will be low to medium-rise relating to grade as much as possible and arranged to maximize solar penetration.
- the already developing 'urban room' around Seaforth Park will be encouraged, with the potential for an avenue of larger institutional buildings along Burrard Street.



SOUTH of GRANVILLE ISLAND STUDY TWG consultants

SUB AREA 1

SUB AREA 2 NORTH

Sub-Area 2 PINE STREET SLOPES
45 acres (18 ha) gross area

Sub-Area 2N PINE STREET SLOPES NORTH

PRESENT FORM

- low warehousing and light industrial buildings at the base of the hill which rises to Broadway.

PROPOSED LAND USE

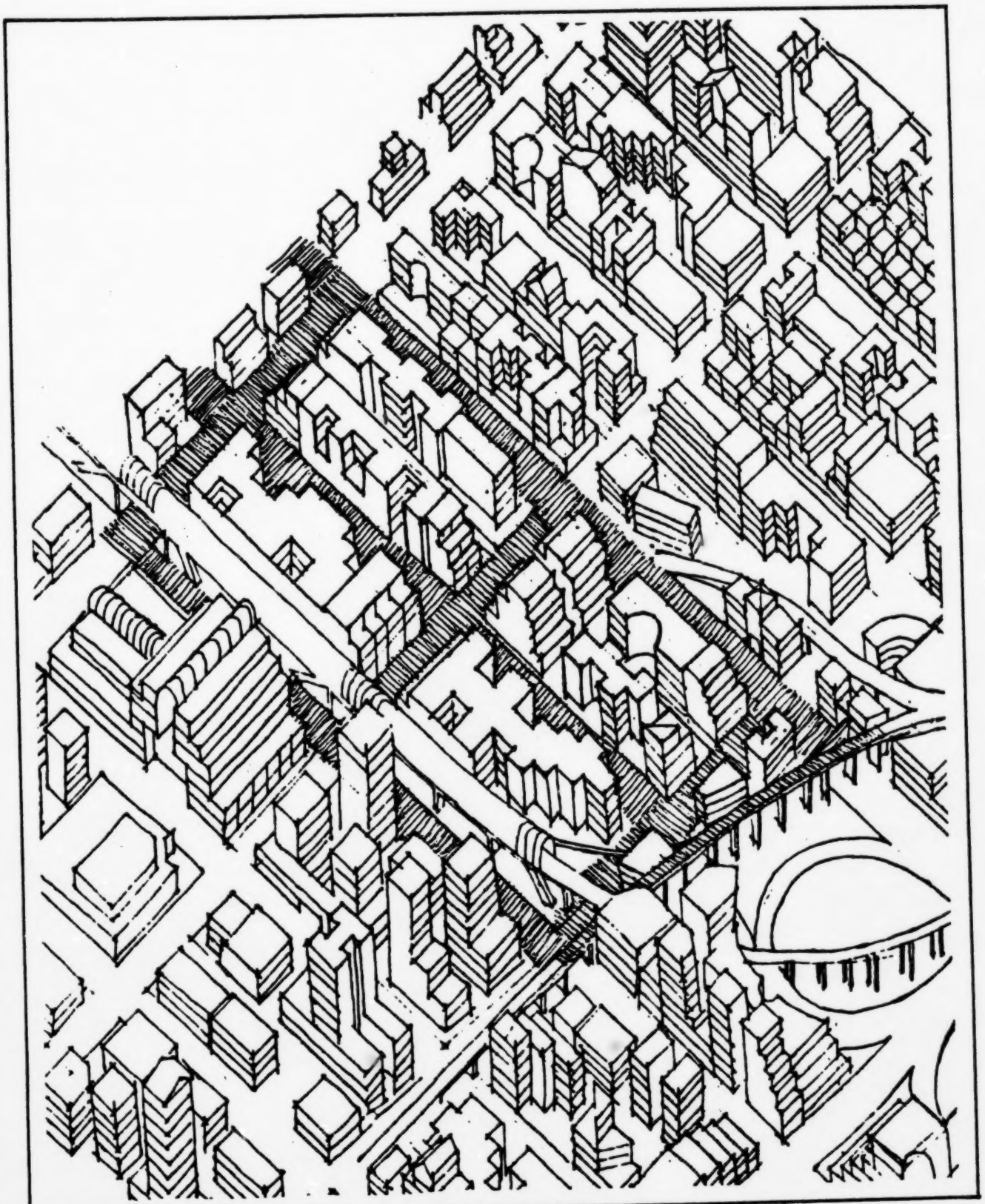
- re-zone generally to a new multi-family area to a maximum of 11.5 acres.
- ultimate residential development 600 to 700 units at approximately 70 d.u.a. depending on extent of retail facilities at street level on 4th Avenue and Burrard Street.
- re-zone areas east of Fir Street adjacent to Granville Bridge ramps and B.C. Hydro Rail R.O.W. to commercial.

PROPOSED CIRCULATION

- Fir Street becomes more prominent, linking into the FCCDD-Granville Island entrance; the off-ramp from Granville Bridge will connect to Fir Street at 5th Avenue to give an easy vehicular route from downtown.
- a pedestrian route will be developed along Fir Street to connect the L.R.T. station node to the False Creek area.

PROPOSED BUILT FORM

- the general form will respect the views from the developments up the slope to the south.
- new residential buildings will be low to medium-rise, relating to grade as much as possible and arranged to maximize solar penetration.
- Burrard Street will form an avenue of larger institutional buildings.



SOUTH of GRANVILLE ISLAND STUDY TWG consultants

SUB AREA 2 NORTH

SUB AREA 2 SOUTH

Sub-Area 2S PINE STREET SLOPES SOUTH

PRESENT FORM

- generally two to three storey commercial buildings stepping up the slope to taller buildings along the crest at Broadway.
- the base of the slope is marked by the increased width of 6th Avenue created by the B.C. Hydro R.O.W.

PROPOSED LAND USE

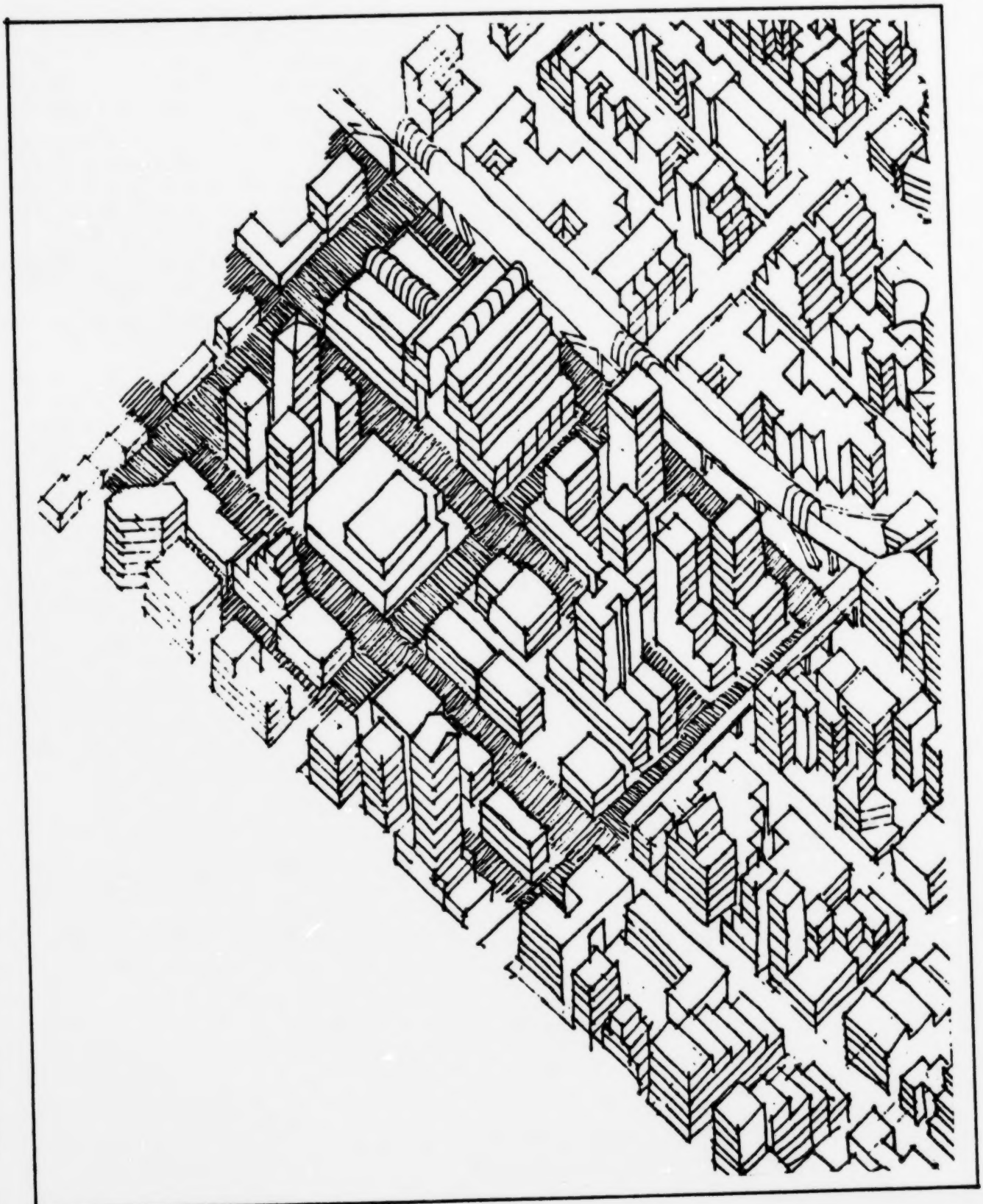
- extend the present commercial use north to 6th Avenue, replacing the light industry; this will increase the net site area zoned commercial by 22% to about 655,000 sq.ft. total, including the previous CD zone.
- it is anticipated that some residential units will develop on upper floors where views and amenities are available.

PROPOSED CIRCULATION

- the L.R.T. line along 6th Avenue with a station near Fir Street will be a major feature, generating pedestrian movement.

PROPOSED BUILT FORM

- buildings will generally step up the slope with those on the lower slopes respecting the views from those above.
- Burrard Street will continue the avenue of larger institutional buildings continuing up from Seaforth Park, terminating at Broadway.



SUB AREA 3

Sub-Area 3 GRANVILLE BUSINESS
36 acres (14.5 ha) gross area

PRESENT FORM

- the sub-area focuses on the commercial strip along Granville Street, with buildings stepping up the slope.
- the Pacific Press building, the Masonic Lodge and other commercial buildings along Hemlock Street create a bulky barrier to the east and orient this sub-area to the northwest.

PROPOSED LAND USE

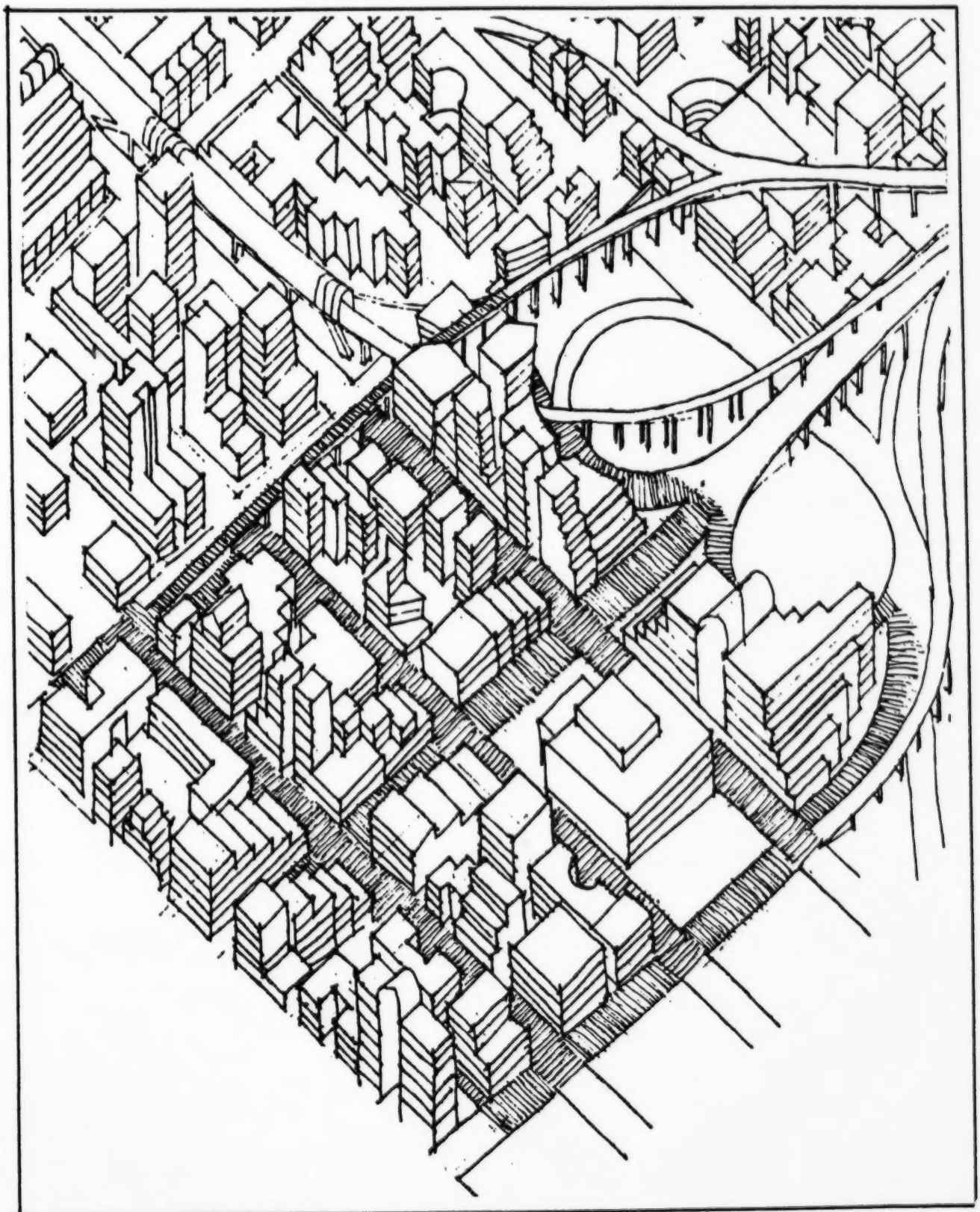
- extend the present commercial use north to the edge of the Granville Bridgehead, replacing the light industrial; this will increase the net site area zoned commercial by 74% to about 700,000 sq.ft. total
- it is anticipated that some residential units will develop on upper floors where views and amenities are available.

PROPOSED CIRCULATION

- the L.R.T. route will come off the Granville Bridge and pass under the Fir Street ramp to the station near 6th Avenue at Fir Street.
- the proximity of the transit interchange on Granville Street at 6th Avenue and the L.R.T. station one block west near Fir Street will generate pedestrian movement between the two, along 6th Avenue, linking the Granville Street retail with the Fir Street connection to False Creek.

PROPOSED BUILT FORM

- buildings will generally step up the slope with those on the lower slopes respecting the views from those above.
- the focus of the sub-area will be on to Granville Street, culminating in major buildings at the edge of the Granville Bridgehead open space.



Sub-Area 1 FALSE CREEK PLATEAU STATISTICAL SUMMARY OF NET SITE AREAS
(by square feet, rounded off for convenience)

ZONING	EXISTING	PROPOSED	CHANGE	REMARKS
M-2	465,000	540,000	+75,000	Molson's Brewery and Osborne Propellor sites. Armories Park could be deleted
M-1	976,500	-	-976,500	Largely to new residential
M-1A	140,000	70,000	-70,000	
CD	-	70,000	+70,000	Bekins Storage site
C-2	75,000	-	-75,000	Taken into M-2 or as park
C-2B	65,000	-	-65,000	To new residential
C-3A	62,500	108,000	+35,500	To new residential and Block 240 added
New Resid.	-	936,000	+936,000	Most of M-1 and C-2B C-3A
Public Open Space	-	1) 175,000		1. Armories site
		2) 200,000		2. *B.C. Hydro Rail lands
		3) 60,000		3. Granville Bridgehead North of 4th Ave.
		435,000	+435,000	

Notes:

*Land within study area only. Seaforth Park is not included in statistics, since it is not presently zoned.

Area 80,000 s.f.

Sub-Area 2N PINE STREET SLOPES NORTH STATISTICAL SUMMARY OF NET SITE AREAS
(by square feet, rounded off for convenience)

ZONING	EXISTING	PROPOSED	CHANGE	REMARKS
M-1	488,000	-	-488,200	Mostly to new residential
C-2B	12,500	-	- 12,500	To new residential
C-3A	32,500	40,000	+ 7,500	To new residential, east of Fir St. added.
New Resid.	-	493,200	+493,200	From M-1 and C-2B, C-3A

Sub-Area 2S PINE STREET SLOPES SOUTH STATISTICAL SUMMARY OF NET SITE AREAS
(by square feet, rounded off for convenience)

ZONING	EXISTING	PROPOSED	CHANGE	REMARKS
M-1	119,000	-	-119,000	To Commercial C-3A
C-3A	419,500	657,500	+238,000	50% from M-1
CD	119,000	-	-119,000	Assuming CD becomes C-3A

Sub-Area 3 - GRANVILLE BUSINESS STATISTICAL SUMMARY OF NET SITE AREAS
(by square feet, rounded off for convenience)

ZONING	EXISTING	PROPOSED	CHANGE	REMARKS
M-1	303,000	-	-303,000	To commercial C-3A
C-3A	411,000	714,000	+303,000	
Granville Bridgehead M-1	320,000	-	-320,000	Land nominally zoned M-1 but not feasible
Public Open Space	-	320,000	+320,000	For industrial use around cloverleafs south of 4th Avenue

STATISTICAL SUMMARY OF NET SITE AREAS FOR CONCEPT PLAN (by square feet, rounded off for convenience)

Sub Area	M-1	M-2	C-3A	New Resid.	Public Open Space
1 False Creek Plateau	-	540,000 (365,000)	108,000	936,000	375,000
2N Pine St. Slopes North	-	-	40,000	493,200	-
2S Pine St. Slopes South	-	-	657,500	-	-
3 Granville Business	-	-	714,000	-	-
TOTAL PROPOSED:	-	540,000 (365,000)[1]	1,519,500	1,429,200	375,000[2]
TOTAL PREVIOUSLY:	1,780,000	465,000	1,003,000[3]	-	-

Notes:

[1] Bracketed figure if Armories site is public open space.

[2] Includes Armories site and B.C. Hydro Rail lands, but not Granville Bridgehead areas.

[3] Combines C-3A and C-2B areas.

The summary of net site areas reflects the general proposals of the study. The loss of M-1 Light Industrial land is a result of changing conditions within the city, especially the new amenities of False Creek. The retention of most of the M-2 Industrial land is largely the result of the permanency of the Molson's Brewery operation. The increase by about 50% of commercial land represents the consolidation of areas south of 6th Avenue which were already largely in commercial use. As well, lands overshadowed by the bridge and approaches which would be unsuitable for residential use are included. The major addition is the new residential zone which is mainly the former M-1 zone. Its total area of 1,429,000 sq.ft. or 33 acres, could ultimately contain about 2,200 units at 70 units per acre. Since full development depends on the replacement of existing light industrial buildings, there may only be a few hundred residential units initially and full development will take many years.

POOR

QUALITY

ORIGINAL